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ABSTRACT

Like the rest of the country, Indiana faces the challenge of preparing an increasingly disadvantaged youth population for life in the 21st century. Due to a determination to keep property taxes low, the economic downturn of the early 1980s, and a lack of interest in education among politicians and the general public, Indiana has fallen below the national education averages over the past two decades. In an effort to improve Indiana's educational quality, the governor and the General Assembly have made education reform a primary concern since the mid-1980s; however, it is still too early to judge the impact of their effort. To provide policy makers with a summary of relevant information on Indiana education and to establish a foundation for subsequent analyses of education in the state, this document sketches a profile of trends in education over the past decade, provides current conditions of education, and details projections in selected areas. Specifically, the eight sections of this report include: (1) schools and school corporations; (2) student enrollment and performance; (3) special programs; (4) the education work force; and (5) fiscal resources. It is concluded that on many indicators of educational investment and performance--overall funding, per-pupil expenditures, teacher salaries, pupil-teacher ratio, graduation standards, test scores, postsecondary participation rates--Indiana has improved over the past decade. However, despite its improvements, Indiana has gained little or no ground in comparison with other states. While Indiana is making progress, on most indicators other states are making more progress. With some exceptions such as pupil/teacher ratio, Indiana seems to be losing ground in comparison with national means. In order to surpass the national averages, the study concludes that the state will have to redouble its commitment to education during the next decade. (47 references) (KM)

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STATUS OF EDUCATION IN INDIANA: AN OVERVIEW

Consortium on Educational Policy Studies

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August 1990

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Foreword

This report contains information on the status of education in Indiana over the past decade. Where applicable, the report also compares Indiana's performance to national averages. Our intention is to provide policy makers with a summary of relevant information on Indiana education and to establish a foundation for subsequent analyses.

Several comments are in order concerning the data in the report. First, to keep the report from being bogged down with innumerable citations, we have generally avoided citing sources in the text itself. All sources are listed at the end.

Second, different sources often yield conflicting data. Most of the discrepancies, however, are matters of degree and do not alter the trends identified. Where significant disparities among data sources exist, they are indicated in the text.

Third, as current data on some topics are not yet available, the most recent year reported in this document varies by topic.

Finally, comparisons across states must be interpreted with caution, as states use different definitions for terms such as "average daily attendance" and "dropout rate."

Section 1:
Introduction

Three major concerns have driven education reform efforts in the 1980s:

1) A growing recognition of deficiencies in our nation's education system;

2) A belief that these deficiencies are causing the United States to fall behind other industrialized nations;

3) An acknowledgement of the increasing number of disadvantaged youth in America.

Evidence of the deficiencies abounds. On international tests of math and science knowledge, American students consistently score poorly. On national tests, students score considerably lower than they did 20 years ago. More than a quarter of students drop out before they finish high school, and many of those who do finish cannot read, write, or calculate beyond basic levels. If the educational attainment of its future work force does not improve, America will find it increasingly difficult to compete in the high-tech, information-based global economy of the 21st century.

However, the task of educating the work force is getting harder, primarily because of the growing number of disadvantaged children in the country. Although our wealthiest families are getting wealthier, the income of America's poorest families has eroded over time. Nearly one quarter of children under the age of six live in poverty today, according to a recent study, up from 16% in 1973. The number of minority children and children from single parent families, two factors strongly associated with poverty, is also increasing. Many of these disadvantaged children are at risk of dropping out.

Like the rest of the country, Indiana also faces the challenge of preparing an increasingly disadvantaged youth population for life in the 21st century. More than one half of Hoosier children will live in a single-parent home before they reach the age of 18. Although Indiana has a lower percentage of children living in poverty than the nation as a whole (about one out of six preschoolers, compared to almost one out of four nationwide), the Children's Defense Fund (1990) ranked Indiana in the bottom half of states on a report card measuring indicators of states' progress in improving children's well-being and states' investment in programs for children. In addition, Indiana's per capita income and median family income have fallen below national averages over the last 15 years.

On the education front, Indiana has also fallen below national averages over the past two decades for a number of reasons: (a) a determination to keep property taxes (one of the main sources of education revenue) low, (b) the economic downturn of the early 1980s, and (c) a lack of interest in education among politicians and the general public. One consequence of years of neglect is that the educational attainment level of Indiana's adult population ranks 46th in the nation. Only 12.4% of Hoosiers 25 years or older have four

years or more of education beyond high school, compared to a national average of 16.3%. More than one adult Hoosier in three has no high school diploma.

In an effort to improve the quality of education in Indiana, the Governor and the General Assembly have made education reform a primary concern since the mid-1980s. Indiana's 1987 A+ Program was one of the nation's most comprehensive and highly regarded reform packages, with provisions addressing most of the same concerns that drove the reform movement nationwide:

- *increased investment*--hundreds of millions of dollars in new education expenditures, including funds earmarked for disadvantaged children;

- *higher standards and achievement*--longer school year, statewide achievement test (ISTEP), gifted/talented programs;

- *greater accountability for educators and schools*--performance-based accreditation and awards, teacher internships and evaluation.

It is still too early to judge the overall impact of education reform in Indiana; that story cannot be told until well into the 1990s. What this report attempts to do is sketch a profile of trends in education over the past decade, current conditions of education, and projections in selected areas. The following topics are covered: schools and school corporations, student enrollment, student performance, special programs, education work force, and fiscal resources.

Section 2:
Schools and School Corporations

The Indiana Constitution (Article VIII) assigns the Indiana General Assembly the duty of establishing a "general and uniform system of Common Schools wherein tuition shall be without charge, and equally open to all."

The system established by the General Assembly delegates administrative power for education through a hierarchical system including:

- The Superintendent of Public Instruction, who is elected to office every four years on a partisan ballot. The Superintendent is charged with the administration of the state's system of public instruction. He or she serves as an instructional policy leader (recommending policies for consideration by the General Assembly), as a chairperson and voting member of the State Board of Education, and as director of the Department of Education.

- The State Board of Education, with 11 members, 10 of whom are appointed by the Governor (the 11th is the Superintendent of Public Instruction). The Board has the following duties: (a) to establish the educational goals of the state and develop standards for local school corporations, (b) to assess the attainment of the established goals, (c) to assure compliance with established standards, and (d) to make recommendations to the Governor and General Assembly on the educational needs of the state (including finance).

- The Indiana Department of Education, whose duties include: (a) implementing the policies established by the Board, (b) conducting research to assist the Board in determining the state's educational policy, and (c) providing technical assistance to schools.

Indiana's 290 local school boards are responsible for developing local policy in accordance with Indiana law and the regulations established by the Department of Education. Members of 27 local school boards are appointed by local government officials; members of the remaining school boards are elected. The local school board appoints the local superintendent, who is responsible for the administration of the local board's policies, delegating authority to building level principals.

In addition to the 290 school corporations under the direct jurisdiction of local school boards, there are 12 corporations without school boards. These corporations operate under the jurisdiction of a township trustee.

Demographics

The 302 fiscally independent school corporations in Indiana comprise 1,910 schools:

Elementary	1,146
Junior high	105
High school	228
Elementary/junior high	220
K-12	14
Junior/senior high	112
Special ed., voc. ed., or alternative	85
Total	1,910

The number of schools has decreased by about 200 during the past decade.

Of the 302 Indiana school corporations, 33 are characterized as metropolitan, 66 as suburban, 33 as town, and 170 as rural. The average school corporation size is approximately 3,550 students, but the range is from 50,221 students in the Indianapolis Public Schools to 173 students in Washington Township Schools (Columbia City). Over one third of the state's students attend urban schools.

Indiana is also divided into 47 vocational districts and 21 special education districts.

In addition to local school corporations, vocational education districts, and special education districts, there are eight regional educational service centers that provide services (media library, cooperative purchasing, equipment repair, staff development, etc.) to school corporations in their regions. Corporations pay a per-pupil fee to be eligible for such services. The state also provides support for the educational service centers ($1,262,116 in 1989-90).

Performance-Based Accreditation

Historically, schools in Indiana received state accreditation based on inputs (e.g., pupil/teacher ratio, classroom size, number of library books, etc.), but starting in 1988-89 a performance-based accreditation system was implemented. Instead of relying on input measures, accreditation now focuses on whether a school attains expected levels of student performance and achievement in the following areas: graduation rate, attendance, ISTEP scores, and proficiencies in language arts and mathematics. Expected performance levels for each school are determined in light of the school's size and past performance, and the socioeconomic status of its student population.

In addition to student performance, schools must also comply with state standards in the following areas:

(a) safety and health
(b) minimum time requirements
(c) staff/student ratio
(d) curriculum offerings
(e) staff evaluation plan
(f) beginning teacher internship program
(g) overall school improvement plan.

Schools that meet standards receive "Full Accreditation" and are reviewed again in five years. Schools that do not meet standards receive "Probationary Accreditation" and have three years to improve their performance.

About 20% of Indiana schools will be reviewed each year. In the first year (Fall 1989), 8 of the 354 public schools reviewed were placed on probation.

Performance-Based Awards

As part of the 1987 education reform package, Indiana schools are now eligible for monetary awards when they improve their performance in at least two of the following areas:

- attendance rates
- English/language arts proficiencies
- math proficiencies
- scores on the Indiana Statewide Testing for Educational Progress (ISTEP).

Awards are based not on competition *between* schools, but on a school's performance relative to its own past record.

In 1989, the state distributed $10 million to 916 schools, with awards ranging from $1,774 to $86,165, depending upon the amount of improvement and the school's size. Schools can use award money for any education-related expense except athletics or salary increases/bonuses for school personnel.

Instructional Time

All public schools in Indiana are required to provide each student at least five hours of instructional time (excluding recess and lunch) in grades 1 through 6 and six hours of instructional time in grades 7 through 12 during each day of the minimum school year.

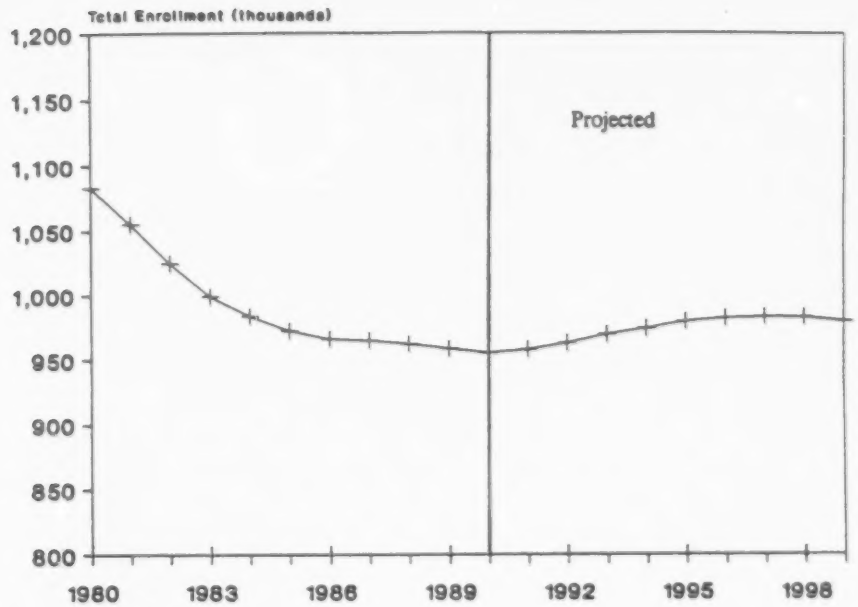
From 1972 to 1988, Indiana had one of the shortest school years in the nation; the state-required minimum number of school days was 175. However, starting in 1988-89 the minimum school year was lengthened from 175 to 180 days, to move Indiana in line with other states (33 states require a minimum school year of 180 days, 1 state requires more than 180 days, and 16 require less).

Section 3:
Student Enrollment

Reflecting the national trend, public school enrollment in Indiana declined during the 1980s. K-12 enrollment dropped almost 125,000 students (about 11.5%), from 1,083,225 in 1979-80 to 959,078 in 1988-89. The total number of high school graduates dropped from over 73,000 in 1980 to under 64,000 in 1989.

Forecasters until 1988 were projecting continued, even dramatic, declines in enrollment through 1999--dipping as low as 900,000 students by some estimates. Projections have changed over the last year, however. Now enrollment is expected to have bottomed out at around 955,000 in 1989-90, with slow increases through 1998-99, although enrollment is not expected to top 1 million students again in the 20th century.

Indiana K-12 Public School Enrollment



Source: IDOE, 1990.

Nationally, the minority student population has been rising rapidly. Minorities currently represent almost 30% of all K-12 students, and this percent is expected to climb to between 33% and 40% by the year 2000.

In Indiana, minorities currently represent 13.4% of total student enrollment, a slight increase from 11.8% in 1979-80, as the following table indicates:

	% of total enrollment	
	1980-81	1988-89
Black	9.8	10.9
Hispanic	1.5	1.8
Am. Indian and Asian	0.5	0.7
Total Minority	11.8%	13.4%

Private School Attendance

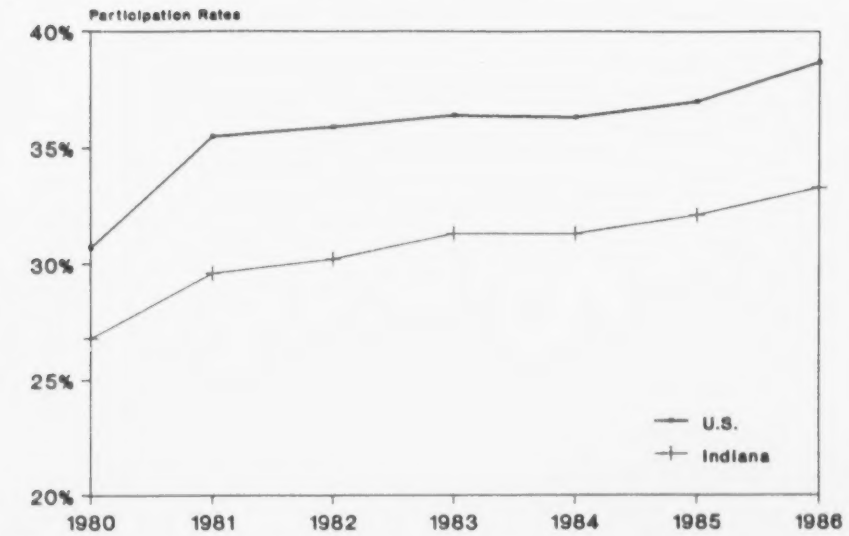
The percentage of Indiana's K-12 student population attending private schools increased from 8.7% in 1980-81 to 9.4% in 1988-89. Nationwide the portion of the K-12 student population enrolled in private schools increased from 10.8% in 1980-81 to 11.5% in 1988-89.

Post-Secondary Enrollment

The percent of Indiana public high school graduates enrolling in four-year colleges/universities rose from 33.4% in 1980 to 42.3% in 1989. The percent of graduates enrolling in all post-secondary education schools (including two and four-year colleges/universities, vocational/trade schools, business schools, and nursing schools) rose from 44.9% in 1979-80 to 58.5% in 1988-89. However, Indiana still lags behind national averages, and at least 25% of Indiana high school graduates entering college need remedial courses in English and mathematics.

The graph on the next page compares post-secondary participation rates (the percent of the population ages 18 to 24 enrolled in college) in Indiana and the U.S. Again, Indiana's rate has improved--from 26.8% in 1980 to 33.3% in 1986--but it remained well below the national average of 38.7% in 1986.

Post-Secondary Participation Rates
For 18-24 Year Olds



Source: IN Comm. for Higher Educ., 1990

Whereas K-12 enrollments declined in the 1980s, total enrollments in Indiana's public institutions of higher education rose from 249,259 in 1979-80 to 291,581 in 1987-88, a 17% increase.

This increase was not distributed evenly across races. White enrollments increased by 18.1% during this period, and Hispanic, American Indian, and Asian enrollment jumped 40.1%. However, black enrollments decreased by 3.7%.

Overall, in 1987-88 black and other minority students made up only 8.9% of total enrollments in Indiana public institutions of higher education, compared to over 13% minority enrollments in elementary and secondary schools.

Although attendance at public institutions of higher education increased across the decade, attendance at private institutions decreased slightly, from 55,370 in 1980-81 to 52,956 in 1986-87. This 1986-87 figure represented about 16% of total post-secondary enrollments.

Section 4:
Student Performance

ISTEP (Indiana Statewide Testing for Educational Progress)

Since 1988, students in grades 1, 2, 3, 6, 8, 9, and 11 have taken the ISTEP test, a statewide assessment of achievement in reading, language arts, and mathematics. ISTEP also includes a writing exercise.

Students in grades 1, 2, 3, 6, and 8 who score below the state achievement standard are required to attend special summer remediation classes. (This requirement may be waived if the local teacher and principal believe that the ISTEP score does not accurately reflect the student's ability.) Remediated students take ISTEP again at the end of the summer to determine whether they are promoted or retained.

The state has spent about $20 million each year on ISTEP: $3 million for the testing itself and the balance for remediation.

Results of the 1988 tests were encouraging, as students scored above the national average in all subject areas. Only 4% of Indiana students (about 13,600 students) scored below the cut-off line for summer remediation, well under the expected 15%. In 1989, ISTEP was expanded to include science and social studies. Scores remained essentially the same as in 1988, with 3.66% of students eligible for summer remediation.

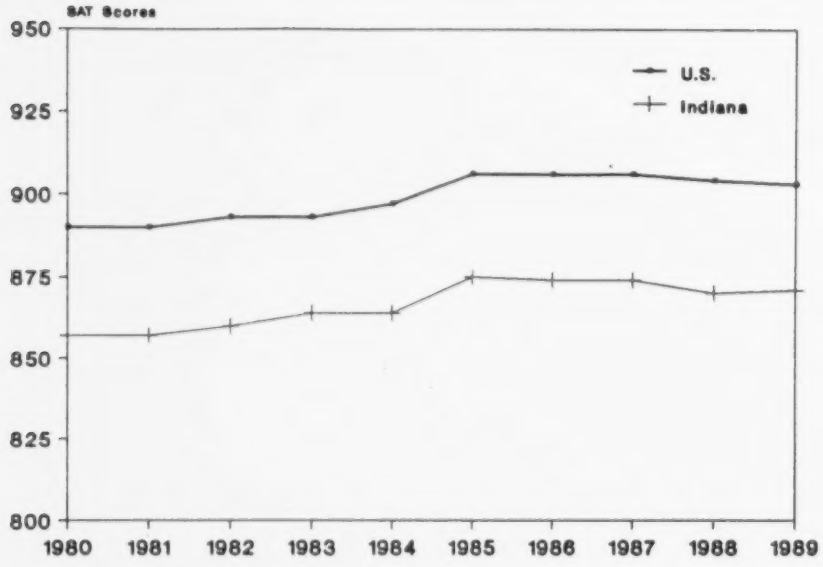
Responding to criticism that too few students were being identified for summer assistance, the General Assembly raised the cut-off scores for the 1990 ISTEP. As a result, the remediation rate climbed to 6.8% (23,647 students) even though overall scores were slightly higher than the year before.

In addition to identifying students in need of remediation, ISTEP is used as a criterion for performance-based accreditation and performance-based awards.

SAT (Scholastic Aptitude Test)

Indiana's average SAT score in 1989 was 871 (out of a possible 1600)--a 14-point improvement from its 1980 score of 857. However, 871 is still 32 points below the 1989 national average of 903, and 4 points below Indiana's 1985 mini-peak of 875. Over the decade, Indiana has ranked 17th or 18th out of the 22 states that use the SAT.

Trends in SAT Scores



Source: USDOE, 1989; IDOE, 1990.

This dip over the past four years can be attributed in part to the increasing number of students taking the SAT in Indiana. Almost 50% of Indiana public school seniors took the test in 1989, up from 41% in 1980.

Curricular Requirements

Through the first half of the 1980s, Indiana required fewer overall credits and fewer academic credits (English, math, science, social studies, and foreign languages) for high school graduation than did most states. As of 1985, the average Indiana high school graduate had taken three fewer academic credits (semester courses) than the national average (30 compared to 33).

However, in 1983, graduation requirements were increased from 32 total credits to 38 total credits, effective with the class of 1988. To graduate, students now have to take an additional year (2 credits) of English, math, and science (see the chart on the next page). Students are also required to take one year of physical education and one semester of health and safety. The remainder of the credits consist of elective courses.

Also, an Academic Honors Diploma is now offered for students who earn 47 credits and maintain a B average or better. About 10% of all students are expected to earn an honors diploma.

Academic Course Requirements

	pre-1988 diploma	1988 standard diploma	1988 honors diploma
English:	3 years	4 years	4 years
Math:	1 year	2 years	4 years
Science:	1 year	2 years	3 years
Soc. studies:	2 years	2 years	3 years
Foreign lang.:	---	---	3 years

Increased graduation requirements, together with higher expectations, have led to increasing enrollments in academic subjects. For example, enrollment in foreign language study was up from 22% in 1978-79 to 37% in 1988-89, according to one survey.

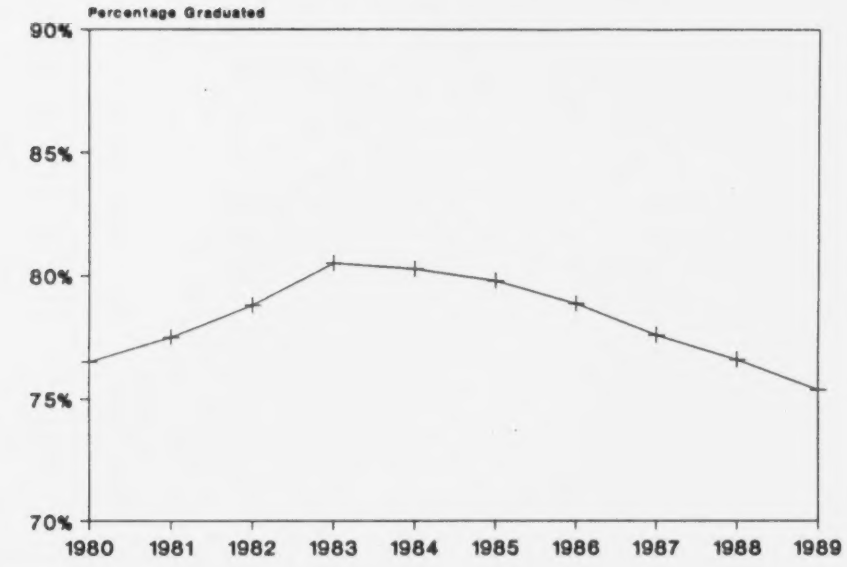
In addition to increased graduation requirements and academic incentives, eligible students are also allowed to earn up to eight credits toward high school graduation for classes completed at accredited institutions of higher education. With approval of the school district, gifted/talented students may be permitted to earn more than eight credits toward graduation in post-secondary option programs.

Graduation Rate

Almost one fourth of Hoosier students who enter the 9th grade do not graduate from high school four years later (15,000-20,000 students annually). Indiana's graduation rate (the percent of 9th grade students who graduate four years later) improved from 76.5% in 1979-80 to 80.5% in 1982-83. The next year, however, the graduation rate began slipping, and by 1988-89 it had declined to 75.4%, its lowest point of the decade. Some of this decline may be due to the more stringent graduation requirements outlined above.

(See graph on next page.)

Indiana Graduation Rates



Source: IDOE, 1990.

Section 5:
Special Programs

In addition to its commitment to general educational improvement over the decade, Indiana has also devoted substantial resources to a variety of special programs and populations. Below are brief descriptions of selected programs.

Preschool

According to the Indiana Department of Education, preschool education (schooling before kindergarten) reduces dropout rates and saves Indiana taxpayers $5,000 in costs for special education, $3,000 in costs for crime, and $16,000 in costs for welfare for each $5,000 invested.

However, relatively few Indiana public schools have preschool programs. Some corporations receive state monies (earmarked for at-risk youth) for preschools, but preschools remain primarily a local option and responsibility. Enrollments in public preschool programs dipped from 1,145 pupils in 1979-80 to 478 pupils in 1982-83. Since then, enrollments have grown steadily to 794 in 1989-90, and are expected to increase to 879 by 1998-99.

The number of preschools may increase because the 1989 Indiana General Assembly allocated an additional $8 million for at-risk youth to support public school and federally approved preschool programs (e.g., Head Start).

Kindergarten

Indiana is one of 39 states in which kindergarten attendance is not mandatory. Still, about 91% of Indiana children attend kindergarten. Since 1984, kindergarten enrollments have remained fairly steady, at around 71,000 pupils. Projections indicate that kindergarten enrollments will peak in 1990-91 (71,611 pupils) and gradually decline through 1999 (68,577).

Although the state finances half-day kindergarten, it does not reimburse local corporations for the costs of full-day programs. (Twenty-six states provide funding for full-day programs.) Currently, only one Indiana corporation offers full-day kindergarten.

Prime Time

Prime Time is designed to reduce pupil/staff ratios in the primary elementary grades (K-3) and encourage innovative teaching strategies. State funds are provided for additional staff (teachers and instructional assistants) to school corporations that wish to participate in the program. Target ratios were set at 18:1 for kindergarten and grade one and 20:1 for grades two and three.

The program targeted first grade classes in 1984-85 with state support of $17,676,180. Grade two was added in 1985-86 ($32,980,157), and kindergarten and grade three were added in 1986-87 ($48,602,444). In 1987-88, the first year for 100% participation by corporations, state support reached $67,254,255, and in 1988-89 funding totalled $75,588,450. Since 1984-85:

- Over 2,300 teachers and 2,700 instructional assistants have been hired;
- 1,000 new classrooms have been made available for Prime Time use;
- Corporation pupil/staff ratios have been reduced: kindergarten (22:1 to 17.7:1), first grade (23.7:1 to 17.9:1), second grade (23.2:1 to 19.3:1), and third grade (24:1 to 19.7:1);
- Pupil/staff ratios for grades four, five, and six have also declined slightly.

Currently, more than 300,000 pupils in grades K-3 benefit from Prime Time. Space for Prime Time classes has remained at a premium, with some schools using space that formerly housed programs such as art and music. Approximately one third of school corporations have engaged in construction to accommodate Prime Time classrooms since 1984-85 at a cost of nearly $72 million. If the use of instructional assistants is eliminated, 1,000 more classrooms will be needed at estimated costs of $125 million to $150 million.

At-Risk Programs

As of the 1988-89 school year, state funds have been available to school districts to develop or expand existing programs that help academically at-risk students--students at risk of dropping out of school. Types of programs include: expanded use of counseling, tutoring, parent/community involvement, remediation, individualized programs, transition programs, preschool and full-day kindergarten, home school advisors, after-school enrichment, and alcohol and drug abuse prevention.

In both 1988-89 and 1989-90, $20 million was allocated for at-risk programs, with local support of over $7 million each year. Another $22 million is being earmarked for at-risk programs in 1990-91. Currently, 724 programs are serving nearly 125,000 at-risk pupils or approximately 67% of the 185,361 pupils identified as being at risk.

Special Education

Under federal law (the Education for All Handicapped Children Act of 1975) and state regulations, all children with disabilities are entitled to a free, appropriate education, including an individualized education program and extensive procedural protections in evaluation and placement decisions.

The number of special education students rose from 105,529 in 1979-80 (9.7% of the total student population) to 120,523 in 1988-89 (12.6% of the total). The total number of special education teachers rose from 4,505 in 1984-85 to 5,083 in 1988-89. Preschool programs for children with disabilities increased from 5 in 1986-87 to 38 in 1988-89.

State funding for special education services for children has increased from $50 million in 1979-80 to over $112 million in 1988-89.

Gifted/Talented

Funding for programs for gifted/talented youth rose from an initial appropriation of $185,000 in 1981 to a current budget of almost $6 million. In addition to local programs for gifted/talented youth (curriculum development, advanced coursework, expanded summer classes, etc), this budget supports programs such as the Odyssey of the Mind (an international problem-solving competition), the Future Problem Solving Program (a national competition), the Midwest Talent Search (in which 11-13 year olds take the SAT), and the Governor's Scholars Academy (a three-week summer program for over 100 of Indiana's top students).

Almost 50,000 students from 245 corporations participated in gifted/talented programs in 1989-90.

Drug Education

In 1987, over $2.3 million was distributed by the Indiana Department of Education (IDOE) to school corporations to provide school personnel with knowledge and skills in drug education under the federal Drug-Free Schools and Communities Act of 1986. Continued training for school personnel and students about the harmful effects of drug abuse has been supported by federal grants. In 1989-90, federal funds totalling $4.3 million were available to school corporations for drug education programs, with $453,000 from the IDOE for technical assistance and training projects.

In 1989, the Indiana General Assembly directed the IDOE to assist school corporations in training teachers (one per corporation) to meet the new legislative requirement of providing drug education programs for all students in grades K-12 by 1990-91.

Vocational Education

Indiana is divided into 47 vocational districts. In about half the districts, a central facility houses all vocational programs. In the rest, programs are distributed among area schools.

Although state funding for vocational education has increased steadily, from $18 million in 1980 to almost $33 million in 1990, enrollment in vocational programs has declined over the last two years, from a peak of 97,842 in 1987 to 89,840 in 1989. Some observers suggest that part of the reason for declining enrollment is uncertainty over whether math and science courses taken at vocational schools will fulfill increased graduation requirements. This issue has not yet been resolved.

In the meantime, Indiana has taken several steps to modify its vocational curriculum in response to the increasingly high-tech demands of the workplace:

- A task force has been developing a Technology Preparation Curriculum. Emphasizing practical applications of traditional academic subjects, Tech Prep integrates math, science, and language arts into a vocational curriculum to prepare students for a broad range of career opportunities. This curriculum is being pilot tested at several sites around the state in preparation for implementation in the 1991-92 school year.

•The Indiana Commission on Vocational and Technical Education, created in 1987 by Public Law 217, is developing a long-range, comprehensive plan for general curriculum revision, program restructuring, business partnerships, and other strategies to prepare vocational education in Indiana for the 21st century.

Technology

Created by the Indiana General Assembly in 1983, the Indiana Consortium for Computer and High Technology Education (ICCHTE) has provided leadership and support for a number of training sessions and local initiatives and has directed demonstration projects for all grade levels to increase the use of technology in Indiana schools.

ICCHTE approved grants of nearly $445,000 in 1987-88 for local initiatives and directed projects. One of the most noted programs, "A Slice of Tomorrow's School," encourages school corporations to adopt flexible scheduling and provide cooperative learning opportunities for students through a variety of innovations and technologies. Smaller continuation grants were available in 1988-89. In addition to grants for special technology programs, ICCHTE also provided an instructional video service to corporations. Funding for the video service totalled $261,523 in 1987-88 and $132,683 in 1988-89.

No longer a legislative body, ICCHTE has been replaced by the Indiana School Technology Enterprise Council in the Indiana Department of Education. The Council is currently in the process of planning its future role in supporting technology for Indiana schools.

Summer School

Regular summer school includes remediation for low achieving students as well as a variety of enrichment programs for students interested in additional learning. (Regular summer school is separate from ISTEP remediation, which is discussed on p. 11.)

As the chart on the next page indicates, in 1980 the state provided $5.4 million for summer school classes. The next year funding was cut in half, but in 1984 funding levels began increasing again, reaching the 1989 level of almost $14 million (which covered about 84% of the actual costs of summer programs provided by local corporations).

Because of the funding cuts at the beginning of the decade, enrollments in summer school courses decreased from the 1980 level of 171,000, but by 1988 enrollments had exceeded the 200,000 mark. (Since some students enroll in more than one summer course, the enrollment figure is larger than the actual number of children enrolled).

Indiana is also funding several non-traditional summer programs. For example, in 1988 the Focused Learning Experience (FLEX) was established at four pilot sites. FLEX projects offer 20 days of specialized schooling that combines out-of-classroom experiences with classroom learning. In 1989 FLEX expanded to nine sites.

Regular Summer School Programs

	State Funds (millions)	Local Costs (millions)	Reim-bursement Rate	Partic. School Corp.	Student Learning Opportunities
1980	$5.4	$10.8	51%	290	171,399
1981	2.7	3.6	81	164	74,246
1982	2.7	3.6	79	158	71,834
1983	2.8	3.8	72	173	77,441
1984	6.2	5.2	100	174	97,961
1985	7.0	7.6	97	214	118,530
1986	9.0	8.6	100	240	140,563
1987	12.0	11.6	100	253	165,924
1988	12.9	16.2	76	278	200,348
1989	13.9	15.5	84	275	162,884

Adult Education

There are two main types of state-supported adult education programs: Adult Basic Education (ABE), which offers basic skills classes and leads to high school equivalency, and Adult Secondary Credit (ASC), which offers regular high school courses and leads to a high school diploma.

A total of 33,782 adults enrolled in ABE programs in 1988-89 (up from 25,000 in 1984-85), most in classes to improve basic skills in reading, writing, and math. Over 5,000 of these adults passed General Education Development tests (GED) to earn a high school equivalency certificate. (Another 5,000+ not enrolled in ABE courses also passed the GED, for a statewide total in calendar year 1988 of 10,395 high school equivalency certificates.)

Enrollment in ASC courses for 1988-89 was 33,360. (Since some students enroll in more than one course, the enrollment figure is larger than the actual number of adults enrolled). Over 1,800 students earned their high school diplomas.

State funding for 1988-89 totalled $9.5 million, up from $7 million in 1984-85, with a little over half of the funds going to ABE.

Adult Literacy

Enrollment in adult literacy programs increased from 28,000 in 1982 to almost 40,000 in 1988, reaching between 6% and 7% of the estimated 600,000 functionally illiterate adults in Indiana. Adult Basic Education accounted for over 80% of these programs.

There are also over 100 local literacy programs, administered by community organizations, businesses, libraries, colleges and so forth. These programs rely on a variety of public and private funding sources, from local donations to state and federal ABE funds. They also rely heavily on volunteers.

To foster adult literacy efforts, the General Assembly formed the Indiana Adult Literacy Coalition in 1986, a coalition of all Indiana groups involved in literacy programs. The coalition's primary tasks are (a) to promote public awareness of literacy needs and opportunities, (b) to provide technical assistance in recruitment, fund-raising, and instruction to local literacy programs, and (c) to conduct and distribute research.

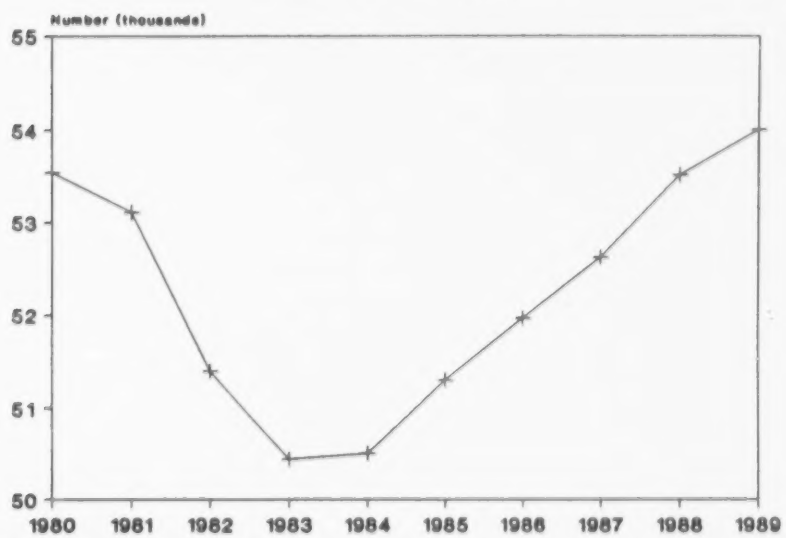
Section 6:
Education Work Force

Public schools are a major source of jobs in Indiana. In 1987 the total number of school employees, including teachers, administrators, and non-certified personnel, was 105,326, ranking Indiana as the 14th highest state in number of public school employees. In 1988-89, this total reached 106,175.

The Teaching Force

The number of teachers in elementary and secondary schools in Indiana dipped from 53,544 in 1979-80 to 50,442 in 1982-83. Then the teaching force began increasing again, to 54,000 in 1988-89--a total increase over the decade of less than 1%.

Number of Teachers in Indiana



Source: IDOE, 1990.

The change in numbers of teachers varies across grade levels and areas of specialization. For example, the number of early childhood education and special education

teachers has increased substantially, while the number of secondary and vocational education teachers has decreased:

	1979-80	1984-85	% chg. (5 yr.)	1988-89	% chg. (10 yr.)
Prekdgn/kdgn	1,591	1,633	+2.7	1,923	+20.9
Elementary	22,278	21,585	-3.1	23,663	+6.2
Secondary	23,829	22,003	-7.7	21,866	-8.2
Special ed.	4,141	4,505	+8.8	5,083	+22.7
Voc. ed.	1,706	1,578	-7.5	1,465	-14.1

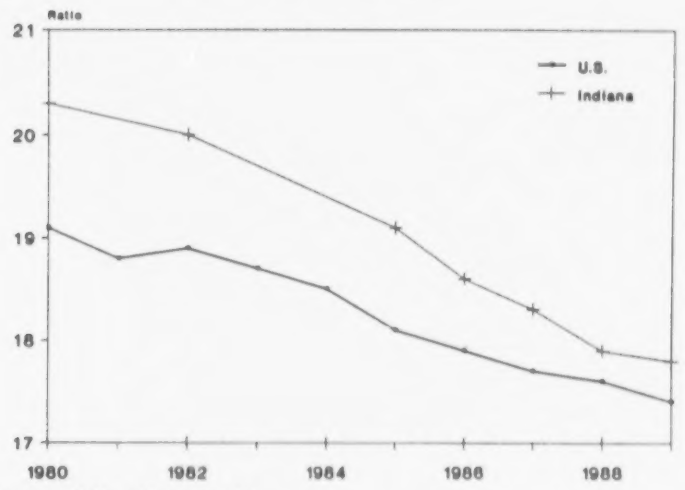
Women continue to comprise about two thirds of the teaching force in Indiana, but males dominate at the secondary level (53%). Nationally, 69% of K-12 teachers are women.

The portion of teachers from minority groups has remained fairly constant during the 1980s (about 6%), which is below the national average of 10.3%. Like the student population, most of the minority teachers in Indiana are black (5.29% black, 0.37% Hispanic, 0.14% Asian, and 0.05% American Indian).

Pupil/Teacher Ratio

The average pupil/teacher ratio has steadily declined nationally (from 19.1:1 in 1979-80 to 17.4:1 in 1988-89). The pupil/teacher ratio in Indiana started higher but has declined even more rapidly than the national average, almost matching it in 1989. The Indiana pupil-teacher ratio dropped from 20.3:1 in 1980 to 17.8:1 in 1989.

Pupil/Teacher Ratio



Source: USDOE, 1989; IDOE, 1990.

Until 1984-85 the pupil/teacher ratio in Indiana was slightly higher for elementary than for secondary grade levels. Since 1985-86, however, the ratio for elementary classes has dropped below the ratio for secondary classes, mainly because of Prime Time.

Teacher Supply and Demand

From 1989 to 1997 the demand for classroom teachers nationally is predicted to increase from 140,000 to 171,000 new hires each year.

Although the Midwest is the only region of the country that is not expected to experience significant growth in its teaching force by 1993, the number of teachers in Indiana is projected to increase at a slow but steady pace from 54,000 in 1988-89 to about 56,000 by 1993.

While the number of teachers graduating from Indiana teacher preparation programs declined between 1969 and 1983, graduation rates have increased over the last five years, paralleling the national trend. More than enough new teachers in Indiana have been certified each year thus far to meet the demand, and no overall teacher shortage has been predicted for the next five years.

Certification

To become eligible for a teaching license in Indiana, candidates must complete an accredited, four-year baccalaureate program in education and pass general and subject area competency tests.

The number of new teacher licenses issued each year during the 1980s has fluctuated from 4,400 to almost 7,000, averaging 5,870 per year (about one quarter of which are issued to out-of-state applicants). In 1988, 6,867 new licenses were issued.

The use of limited licenses, issued under special circumstances (e.g., a teacher shortage) to individuals who do not meet certification standards, has also fluctuated over the decade, averaging about 700 per year.

A standard license must be renewed every five years, and applicants must have taken six hours of approved coursework in their certification area during the five-year period. Certification renewal units (CRUs)--state-approved seminars or training workshops--are an option for renewal credits only after 36 semester hours of academic credit beyond the bachelor's degree have been completed in the candidate's major/minor certification area and in professional education.

A professional license, which requires a master's degree and specified experience, is initially valid for 10 years and then must be renewed every 5 years. As of September 1990, teachers no longer will be able to apply for a life license.

Improving the Quality of the Teaching Force

Indiana has taken five major steps over the last five years to improve the quality of the teaching force: higher standards for teacher preparation programs, teacher testing, the beginning teacher internship program, teacher evaluation, and the Teacher Quality Program. These efforts are discussed below.

Teacher Preparation

Teacher preparation programs in Indiana must be accredited by the State Board of Education. At present there are 39 accredited programs in the state, 24 of which are also accredited by the National Council for Accreditation of Teacher Education (NCATE).

Prior to 1988, NCATE accreditation was voluntary. But in 1988, the State Board of Education adopted the more stringent NCATE standards. State accreditation for each program is now based on the results of the NCATE review process, an inspection of curriculum, quality of students and faculty, resources, governance, and other factors.

Teacher Testing

Since 1985, applicants for teacher certification in Indiana have been required to pass the Core Battery of the NTE, which covers general knowledge, communications skills, and professional knowledge. Since 1986 applicants have been required to pass specialty area tests covering the major and minor licensing area of each candidate.

In 1987-88, 86.4% of those who took the NTE Core Battery passed. The pass rate for white candidates was 87.7%. The pass rate for blacks, however, was only 45.7%.

In the first year of specialty area testing (1986-87), 95.5% of 2,713 candidates passed the tests.

Beginning Teacher Internship

Since 1988-89, all first-year teachers who received initial certification after March 31, 1988, must serve a one-year internship under the guidance of an experienced mentor teacher. The mentor regularly observes, advises, and offers support to the beginning teacher. The school principal also periodically evaluates the beginning teacher and determines, at the end of the year, whether he or she has successfully completed the internship.

Local districts develop their own internship programs based on general guidelines established by the state.

In 1988-89, 1,114 first-year teachers participated in the program, and 1,663 teachers participated in 1989-90. In addition to administration expenses, costs for the program total $800 for each first year teacher ($600 for each mentor and $200 for substitute teachers for released time).

Teacher Evaluation

Beginning teachers are not the only ones whose performance is being evaluated. As of 1988-89, *all* certified teachers must undergo periodic review. Like the Beginning Teacher Internship Program, evaluation plans are developed locally under broad guidelines established by the state. Each plan must provide opportunities for the professional growth and development of the employee, and may provide a basis for making employment decisions.

Teacher Quality Program

The 1985 teacher quality legislation had two primary purposes. The first was to study the feasibility of a statewide Career Ladder System for teachers (i.e., a system for identifying and rewarding the best teachers). The Board concluded that no statewide career ladder system was advisable at this time, although several local corporations have implemented their own systems.

The second major purpose was to foster the creation of new professional development programs for teachers. The state allocated $10 million to fund innovative programs in the following areas: inservice training; mini-grants to individual teachers (for sabbaticals, fellowships, curriculum development, and the like); mentoring; collaborative decision-making among teachers, administrators, and parents; and outcomes-based education. An important feature of the Teacher Quality Program was the involvement of teachers themselves in the design of the projects.

From 1985-1989, 181 pilot projects were funded, involving over 12,000 teachers (about 23% of Indiana's total) in 220 school corporations.

Teacher Experience/Education

A substantial majority (34,898, or 64.6%) of Indiana's teaching force in 1988-89 had more than 10 years of teaching experience. Almost one quarter of Indiana teachers (12,977) had over 20 years of experience.

Overall, Indiana's teaching force is well educated compared to national norms. In 1979-80, 73% of all teachers held a master's degree. In 1988-89, 80% held a master's degree. Nationally, only a little over half of the teaching force has a master's degree. Indiana's high standing in this regard is due at least in part to the requirement that teachers have a master's degree to obtain a professional license.

Teacher Salaries

Throughout the 1970s teacher salaries nationally declined in constant dollars (by 10% from 1974 until 1981). Since 1981, average teacher salaries nationally have increased by 21% in constant dollars. But only since 1987 has the national average surpassed the salary level of the early 1970s.

Indiana's teacher salaries have followed a similar pattern. Although the average salary for Indiana teachers increased during the 1980s in constant dollars, it did not approach the 1969-70 level until 1988-89.

Prior to 1970, average salaries of Indiana teachers were above the national norm; since 1979 the average for Indiana has been about $1,000 below the national norm. The average salary for a teacher in Indiana rose from $15,615 in 1979-80 to $29,294 in 1988-89, a 20% increase after inflation.

Beginning teachers in 1988-89 earned an average of $18,594, and teachers at the top of the salary scale (experienced and holding a master's degree) earned an average of $33,476.

Administrators

To acquire an administrative license, a candidate must hold an appropriate teaching license, have at least three years of teaching experience, and complete a specified number of hours of graduate credit. For example, candidates for the elementary administrative license must take at least 45 hours of graduate courses in administration, while candidates for the superintendent's license must have an Ed.S. degree or its equivalent.

Like 35 other states, Indiana does not require candidates for the administrative license to pass an administrator competency test.

Numbers

The total number of administrators--superintendents, assistant superintendents, principals, assistant principals, and support staff (technical, instruction/curriculum, and personnel)--in Indiana public schools dropped from 8,156 in 1979-80 to 7,659 in 1984-85. Since then, the number has slowly risen to its current total of 7,992. Of this total, 3,203 are superintendents, assistant superintendents, principals, or assistant principals, and 4,789 are support staff.

The portion of minority administrators has hovered around 8% across the decade. Interestingly, there is a higher percentage of minority administrators in Indiana than minority teachers (6%).

Education

In 1979-80, 92.7% of all administrators had either a master's degree, another second level degree, or a doctorate. In 1988-89, 96.4% had one of these degrees (76.8% master's, 13.8% other second level, and 5.8% doctorate).

In addition to academic training, principals also have the opportunity to attend the Indiana Principal Leadership Academy, which began operating in 1986. The Academy is designed to strengthen the leadership and management skills of practicing public school principals. Principals commit to 18 days of training over a two-year period. Training focuses on four major areas: educational leadership, school culture, school programs, and communication. The Academy receives $500,000 annually in state funds. Thus far, 300 principals have graduated from the Academy, and another 300 are currently enrolled.

Experience

Over 47% of all administrators (including 58% of principals and almost 77% of superintendents) have over 20 years of experience in the public schools.

Salary

The average salary for all administrators in Indiana rose from $21,717 in 1979-80 to $34,048 in 1988-89. However, this represents less than a 1% increase after adjusting for inflation.

Non-certified personnel

Between 1986-87 and 1988-89, the number of non-certified school personnel (e.g., nurses, teacher aides, office staff, cafeteria personnel, custodians, and bus drivers) grew from 35,985 to 44,183, a 23% increase.

Section 7:
Fiscal Resources

Local/State/Federal Contributions

The portion of school funds supplied by state governments through sources such as income and sales taxes has steadily increased during the 20th century. Nationally, state governments now provide about half of school funds, local school districts provide about 44% (primarily through property taxes and excise taxes on motor vehicles), and the federal government provides about 6%.

Indiana surpasses the national average in the portion of school revenues provided by the state (58%), with local school corporations and the federal government providing 37% and 5%, respectively. These percentages have changed significantly since 1973, when 67% of all school revenues in Indiana came from local sources.

Since the passage of property tax relief measures in 1973, reducing the discretion of local school corporations to raise school revenues, most increases in educational resources have been provided by the state. Even though school corporations have been allowed to increase property tax levies during the past decade, the state has continued to control increases in the revenue base of corporations.

Statewide Investment

Total investment in elementary and secondary education from state and local funds grew from $1.6 billion in 1979-80 to $3.4 billion in 1988-89, a 29% increase after inflation. The bulk of this increase has occurred over the last five years. However, from 1965 to 1985 Indiana was the third-lowest state in terms of increases in educational spending. Some analysts believe that a determination to keep property taxes low, together with an economic downturn in the early 1980s, led to a declining commitment to education during these years.

In 1989-90, state appropriations for K-12 education in Indiana constituted 46.9% of all General Fund appropriations. The portion of General Fund appropriations earmarked for K-12 education has remained fairly stable over the past decade; it was 46.0% in 1979-80.

State appropriations for Indiana's institutions of higher education constituted approximately 12.4% of the General Fund appropriations in 1988-89. State funds for higher education rose from $550 million in 1983-84 to $900 million in 1989-90.

School corporations in fiscal year 1988 spent over two thirds of their operating budgets on salaries and employee benefits. Across corporations, funds were used as follows:

Certified salaries:	46%	Purchased services:	12%
Noncertified salaries:	12	Supplies and materials:	6
Other salaries:	1	Capital outlay:	8
Employee benefits:	9	Other operating expenses:	6
Total salary & benefits	68%	Total non-salary	32%

State Funding Formula

State allocations to each school corporation are determined by an exceedingly complex funding formula. Essentially, the state distribution to each corporation is calculated as follows:

(a) the maximum amount the corporation was allowed to raise from property taxes the preceding year,

plus

(b) the amount it received from the state the preceding year,

plus

(c) an additional state allocation consisting of a flat grant (specified dollar amount) per pupil plus a small increase in the revenue base, the size of which depends on whether the district was spending more or less than the target per pupil expenditure,

minus

(d) the current year's maximum property tax levy.

The state also sets a minimum per-pupil expenditure (in return for a minimum property tax rate), which guarantees each corporation a certain number of dollars each year.

One of the purposes of the formula has been to reduce variation in expenditures among districts. However, variation in expenditures has actually increased over the decade. In 1987, the per-pupil expenditure rate for the highest spending district was over twice that of the lowest spending district.

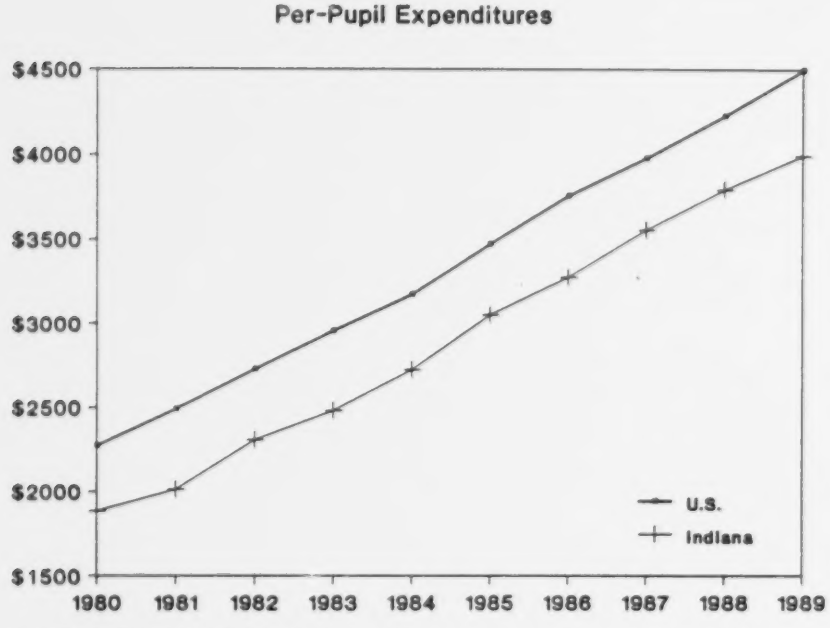
This variation is the focus of a potentially explosive court case. The Lake Central School Corporation, in conjunction with 51 other districts, has challenged Indiana's school finance system in court, claiming that wide funding disparities between corporations violate the Indiana constitutional provision requiring a "general and uniform system" of public education. If the court agrees, then Indiana would likely have to overhaul its entire method of funding public schools, as has recently been judicially ordered in Montana, Kentucky, Texas, and New Jersey.

Per-Pupil Expenditures

Nationally, current expenditures per pupil (the amount the state spends in a given year to operate the public schools, excluding capital outlay and interest on debt, divided by the number of students served) rose 22% from 1979-80 to 1986-87, adjusting for inflation.

Over the same period, Indiana's per-pupil expenditures increased about 32% after inflation. Indiana still ranked below the national mean, improving its ranking from 38th to 34th highest state during this period.

In 1987-88, the current expenditure per pupil in Indiana was $3,794, rising to $3,994 in 1988-89. It should be noted that figures from various sources differ slightly regarding per-pupil expenditures, depending on whether fiscal year or school year is the unit of analysis and whether the calculations are based on average daily membership, average daily attendance, or fall membership. These differences in dollar amounts, however, do not disturb the trends, which remain constant across sources.



Source: USDOE, 1989; IDOE, 1990.

Section 8:
Conclusion

A fairly consistent pattern emerges from the information in this report, a pattern that is encouraging in one sense and disappointing in another.

The encouraging part is that on many indicators of educational investment and performance--overall funding, per-pupil expenditures, teacher salaries, pupil-teacher ratio, graduation standards, test scores, post-secondary participation rates--Indiana has improved over the past decade. The state has also initiated a number of special programs--Prime Time, services for at-risk and gifted/talented youth, internships for beginning teachers, the Principal Leadership Academy--to enhance the quality of education. If the nation were giving performance-based awards to states, using the same criteria that Indiana uses to give performance-based awards to individual schools (improvement over past performance), then Indiana would win an award.

The disappointing part is that despite its improvements, Indiana has gained little or no ground in comparison with other states. While Indiana is making progress, on most indicators other states are making more progress. With some exceptions such as pupil/teacher ratio, Indiana seems to be losing ground in comparison with national means. Indiana is to be commended for its efforts over the past five years to improve the quality of education, after a decade or more of relative neglect. But in order to surpass the national averages, it appears that the state will have to redouble its commitment to education during the next decade.

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